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Public Education and Social-Economic Reconstruction

VIERLING KERSEY, *Superintendent of Public Instruction*

The United States is engaged in a thorough-going reconstruction of its social and economic institutions. The nation has emerged from three years of depression with the conviction that social and spiritual values may not be successfully subordinated to private and material gain. No longer can we endure the gross inequalities and social contradictions so poignantly described by Professor Counts:

Here is a society that manifests the most extraordinary contradictions: a mastery over the forces of nature, surpassing the wildest dreams of antiquity, is accompanied by extreme material insecurity; dire poverty walks hand in hand with the most extravagant living the world has ever known; an abundance of goods of all kinds is coupled with privation, misery, and even starvation; an excess of production is seriously offered as the underlying cause of severe physical suffering; breakfastless children march to school past bankrupt shops laden with rich foods gathered from the ends of the earth; strong men by the million walk the streets in a futile search for employment and with the exhaustion of hope enter the ranks of the damned.

Great captains of industry close factories without warning and dismiss the workmen by whose labors they have amassed huge fortunes through the years; automatic machinery increasingly displaces men and threatens society with a growing contingent of the permanently unemployed; racketeers and gangsters with the connivance of public officials fasten themselves on the channels of trade and exact toll at the end of the machine gun; economic parasitism, either within or without the law, is so prevalent that the tradition of honest labor is showing signs of decay; the wages paid to the workers are too meager to enable them to buy back the goods they produce¹

We dare not seek continuance or the return of this outworn system. The genius of our people is challenged with the problem of establishing a social structure keenly responsive to human and cultural values.

Free Public Schools is America's Most Significant Contribution to World Civilization

America's most significant contribution to world civilization is its system of free public schools. Through all the years of our national life the torch of liberty has been ceaselessly guarded in the schools of our land. Horace Mann and Henry Barnard stand as national mileposts in the struggle to establish systems of free public schools in order that the foundation of our democratic society might be preserved. Each succeeding generation has found the public schools an effective

¹ George S. Counts. *Dare the School Build a New Social Order?* New York: The John Day Company, 1932, p. 33.

avenue for the restatement of our social and economic ideals. Today, as never before, we rely upon our public schools to lead us out of the national chaos of the past three years.

Public Schools of the Nation are Dangerously Handicapped

When we view the educational situation in many of our sister states, we realize how dangerously we have handicapped our only nation-wide agency for social reconstruction. It is estimated that 2,600 schools throughout the nation, affecting 140,000 children, are now closed because of lack of funds. Unless federal aid can be made available, approximately 20,000 rural schools, affecting over 1,000,000 children, will be closed by April 1, 1934. One out of every two cities has been forced to reduce or eliminate one or more essential educational services. School terms have been shortened in one of every four cities and in one-third of the rural schools.

In some communities free public schools have become tuition schools admitting only those children whose parents can afford to pay the rate asked. The schools of the nation are attempting to give instruction to 1,000,000 more pupils than were enrolled in 1930 while budgets for school support have been decreased by \$368,000,000 in a like period of time. More than 200,000 teachers, one-fourth of all public school teachers, are receiving less than \$750 per year—the minimum amount factory hands may be paid under the blanket code of the NRA. Approximately 85,000 teachers are receiving less than \$450 per year. Under such handicaps, the public school finds it increasingly difficult to serve our nation in this time of crisis.

All Public Schools in California are Open

Thus far California has indeed been fortunate in maintaining its schools. All public schools opened for the current year. This remarkable record in California is in large measure due to the fact that the citizens of this state have provided a minimum financial support for our schools in the constitution and from state funds.

Although the basic financial support of our schools has been maintained, many important features of our education program have been seriously reduced or entirely eliminated. We have witnessed three years of rapidly decreasing revenues for the support of schools with an equally rapid increase in the instructional load placed upon all the teachers who continued in employment.

These conditions may be illustrated by the following facts. If the public schools in California were today financially able to reestablish the normal teacher load which existed in 1930-31, it would require the

employment of 1,334 additional teachers in our elementary schools, 2,317 additional teachers in our high schools, and 199 additional teachers in our district junior colleges. The most serious overcrowding, of course, occurs in our larger cities. By far the majority of these additional teachers would be needed to reestablish normal classroom teaching conditions in our city schools.

Normal Teaching Conditions Must Be Restored

Almost everyone is affected in some way by the public school system. The year 1934 will record significant steps in our social reconstruction if a genuine attempt is made to repair the educational damage of the depression. When I see the conditions under which so many of our California schools are forced to operate at the present time I am convinced that school boards will take the necessary steps to reestablish normal teaching conditions. No longer will teachers find it necessary to accept employment with compensation far below an amount necessary to enable them to take an effective part in the essential activities of the communities in which they live.

The public schools have served as a balance wheel steadying the social structure when so many other institutions have proved ineffective under the stresses of a major world depression. Due to the willingness and loyalty of our teachers, the schools have assumed greater and greater social burdens during the past three years. Children have come to school without proper nourishment. Their teachers have cooperated with other community agencies in providing warm food in order to maintain the strength of their pupils. Children have come to our schools without enough clothes to keep them warm. Public school teachers have met the needs of these children in so far as their personal resources and the resources of interested citizens would permit. These acts of loyalty and devotion to our needy children have been unselfishly rendered during these unprecedented times, and in face of increased personal and family responsibilities of the teachers.

We are emerging from the depression with a fuller appreciation of the value of these human obligations to childhood which our teachers assumed during the dark years which have passed. Under the amazing leadership of our President, Franklin D. Roosevelt, we are buoyantly hopeful for the years to come.

Thus far the federal government has directed its major attention to the relief of industry, finance, transportation, agriculture, and unemployment. On March 4, 1933, when President Roosevelt faced the colossal task of changing the spirit of 120,000,000 people from despair to one of buoyant hope for the future, his first obligation was to set idle hands and minds busy at productive work. Relief for the unemployed in our large cities required a nation-wide mobilization

similar to the one which we experienced in 1917. Agriculture had become demoralized and was faced with a general farm strike. The machinery of recovery was quickly set in motion in order that all people might once again have food to eat and enough clothes to keep them warm.

National Recovery Requires Conservation of Mental and Spiritual Resources

The national recovery program which President Roosevelt has so splendidly carried forward during this past year is now entering upon another important phase of its development. Just as a starving man must first be fed and clothed, so the National Recovery Administration has given its major attention to the physical needs and welfare of our people. Today our greatest need as we enter upon the year 1934 is for the recovery of the mental and spiritual resources of our nation.

Education is the one nation-wide foundation for enduring recovery. Congress is today launching fresh attacks upon our social and economic depression. Millions of dollars are being appropriated to maintain and continue the numerous federal emergency administrations. It is significant to note that public education in the United States is receiving its just share of consideration for federal appropriations in order that the recovery program may be carried forward during the next two years. More than ever today state boundary lines are being done away with. Our problems are becoming nationalized. Education for every boy and girl is imperative in our democracy.

Public Education Will Build the Future America

With the promise of much needed federal aid for our schools, we can once again look forward to the resumption of the major task which has always confronted public education in the United States. Through courageous and intelligent reconstruction of our social and economic institutions, we can all obtain not only physical security but also the luxuries of life and as much leisure as men could ever learn to enjoy. As the possibilities in our society begin to dawn upon us, we are all, I think, growing increasingly weary of the brutalities and stupidities of contemporary life. We have a feeling that we were born for better things and that the nation itself has fallen far short of its powers. Together we face the opportunity of creating a future America immeasurably more just and noble and beautiful than the America of today.

Such a vision of what America might become in this industrial age I would introduce into our schools as the supreme imposition, but one to which our children are entitled—a priceless legacy which it should be the first concern of our profession to fashion and bequeath.¹

¹ George S. Counts. *op cit.* p. 54.

A Functional Program of Secondary Education

WALTER R. HEPNER, *Chief, Division of Secondary Education*

The criticisms of secondary education can be most accurately summarized in the statement: The secondary school program is not functional for it does not contain life-preparation values. We are in a day of crisis, and we are naturally prone to make overstatements. Our literature is now full of such statements, but they are too near the truth to leave us much comfort.

There are many units and phases of the secondary school program that are functional—for some children. However, our objective now is to develop curricula, organization, and procedures that are more functional for all children. We have become increasingly concerned with what each child takes with him when he leaves the school doors and with what he does with it after he leaves. Further, we are vitally interested in seeing that he possesses the most useful equipment that lies within our power of creation, direction, and guidance to provide him.

Since the organization of the first public secondary school in America our avowed aim has been to equip children for life. Benjamin Franklin stated this objective in 1749, and it was embodied in the resolution which established the English Classical School in Boston, in 1821, the forerunner of the more than twenty thousand public high schools now in existence. However, there has always been a gap between stated objectives and the program applied for their attainment.

The increasingly divergent types of pupils within our gates, the growing number of artificialities and exactions of the social environment, and our recognition of the possible help that can be given children through the application of sound methods, together with the stimulation arising from sincere, and frequently severe, lay criticism, have brought us to a state of readiness to set ourselves to the creative task of bringing objectives and methods closer together. We are now pretty generally ready to take issue openly with Mr. Dooley's philosophy: "I don't care what ye larn thim so long as 'tis onpleasant to thim."

A functional educational program will be set in a knowledge of our time—the social structure, forces, and tendencies now current. We shall be concerned with what men do as participants in occupations, in homes, in recreation, in health building activities, in ethical relationships, in the use of the tools of knowledge, and in community and

civic enterprises. The activities, experiences, and traits which are associated with man's successful participation in these relationships are the substance out of which the reconstructed secondary curricula will be built. The test of any unit will be its relevancy to society in a changing democratic order, and its relevancy as felt by the pupil, the teacher, and the citizens who pay the bills.

Such a program will provide opportunities to pupils

1. To acquire useful knowledge, but the whole accomplishment of the educational process will not be measured in terms of memory tests;
2. To develop right habits and useful skills through active pupil participation;
3. To nurture interest, motives, ideals, and appreciations in every school situation; and
4. To master mental techniques in reasoning, imagination, judgment, and memory through guided learning.

A reconstruction program can neither await nor depend upon the creations of a few great and enlightened minds. The educational scientists, the philosophers, and the social interpreters will point the way. They will give clues and suggestions, but in the main the major work will be done by the people on the "firing line." It will be through their comprehension of valid goals, their powers of analyzing, creating, and trying out units of the curriculum, and their skill in adjusting means to objectives held, that the reconstructed curriculum will eventuate.

To this end the field workers in classroom and office will seek answers to such questions as these:

1. Is the content or subject matter used in each unit of the most assured worth of any that can be obtained?
2. Do both pupils and teachers know the objectives of every activity carried on, and do the pupils have opportunities to feel that what they do actually contributes to their progress in achieving the stated objectives?
3. Are the content and the experiences provided appropriate to each child's need?
4. Are the possibilities of all classroom, school, and community situations fully exploited to give children opportunities to recognize problems; to plan, initiate, execute, and evaluate activities; and to feel the logical consequences of their action?
5. What can be done to eliminate or reduce the artificialities of mass education? Are marks used as true measures? Are they used as incentives? Are standards appropriate to each child? Are subject boundaries permitted to limit activity unnaturally?

6. Is the teacher a director and guide of learning activities in a learning laboratory or a dispenser of knowledge, opinion, and assignments and a lesson hearer and grade giver?

The reconstruction of the secondary school program embodying the functional or life-preparation values depends upon the creative activities of all carried on in the light of the best available intelligence, experience, and leadership, both lay and professional. It requires a pooling of the resources of science and philosophy, and the application of best judgments. It depends upon clear vision, and upon willingness and ability to make specific applications of sound principles in all school situations, no matter how long and how faithfully certain content or certain methods have been used with confidence.

It is our sincere desire to be of service to any person who may wish to call upon us for assistance in his effort to make his school program more functional in the lives of the boys and girls of our state.

Commencement Programs and Educational Interpretation

HELEN HEFFERNAN, *Chief, Division of Elementary Education and Rural Schools*

The National Survey of Secondary Education found that high school commencements ranked third in popularity as an agency of educational interpretation.¹ This use of the high school commencement enhances rather than detracts from the major purpose of the occasion, namely, to honor the graduates. The program which captures the interest and imagination of the audience is planned, prepared, and presented by the students themselves. No invited speaker, despite his eloquence, renown, or the profundity of his address, can stimulate parental and community interest to the extent of a vitalized program presented by the students.

At no other time in the year is school consciousness at such a peak. At no other time is the community more receptive to facts about the school. The consuming interest in many homes centers on the graduates. Parents come to school who have not been there in years. It is the time to drive home the value of the school in the lives of these young people.

A recent study² of high school commencements indicates that progressive secondary school principals believe:

1. Graduation programs are an opportunity for interpreting the school to the community.
2. The traditional type of program is ineffective.
3. The graduation program should be a student project.
4. All departments of the school should cooperate in producing the program.
5. An exhibit should be held in connection with the program.
6. Preparation for the program should be made in the classroom.

The graduation is the best opportunity to demonstrate to the public the values of the type of education the school has had to offer. If the program is one the students have planned rather than a passive procedure in which they have little opportunity for participation, the

¹ *Critical Problems in School Administration*. Twelfth Yearbook of the Department of Superintendence, Washington: National Education Association, 1934, p. 250.

² Lyle W. Ashby. "Graduation Programs in 1931," *School Executives Magazine*, Vol. 51, No. 7, March 1932, pp. 321-22, 324.

school gives evidence of its ability to stimulate initiative and responsibility. If the school has developed special abilities, this is an excellent opportunity to present the results to the community.

The newer type of program requires more careful planning to provide originality and attractiveness. It must be designed to accomplish worth while objectives. It must be developed around a theme which will provide for as much student participation as possible. It must be planned early because it will require a longer time for preparation. It necessitates participation on the part of the faculty members in all departments. It must render a service to the community in providing facts about the school.

Last year, a certain high school engaged itself early in the year in a project which would present and interpret some phases of the work of the school. The program was drawn from actual classroom activities. Music was presented by the school orchestra, the boys' and girls' glee clubs, and an instrumental quartet. The Future Farmers presented an exhibit of projects with dramatizations showing "The Farmer of Tomorrow." A one-act play, written and presented by the English class, provided an unusual opportunity to show the work of the Art Department in the stage sets and costumes. A style show of dresses made by the girls themselves was contributed by the Home-making Department. The Social Studies Department presented a pageant on the "Development of Public Education in the United States." The Science and Mathematics Departments showed the influence of science on modern life in a brief skit, "Such Is Life." A former graduate, now a prominent young business man, was the "outside speaker." He gave a stirring message in a ten-minute talk on "What This School Meant to Me." Programs were printed by the students on school presses. They not only presented the program for graduation but also presented interesting facts about the school. The school exhibit was in charge of student committees.

Never in the history of the school had such an audience attended a graduation program. Never had enthusiasm run so high in the student body. The graduation had not only been an unusual opportunity for educational interpretation but it had served to integrate the work of the school.

DEPARTMENTAL COMMUNICATIONS

Office of the Superintendent of Public Instruction

VIERLING KERSEY, Superintendent

STATE CONFERENCE ON SECONDARY EDUCATION

In accordance with the majority opinion expressed in the questionnaire recently directed to secondary school principals, a state-wide conference on secondary education is called to meet in Fresno March 26, 27, and 28, 1934. Further announcement of the program and of conference headquarters will be made by circular letter to secondary school principals, school superintendents, and others who will probably wish to attend the conference.

PUBLIC SCHOOLS WEEK

The fifteenth annual observation of Public Schools Week has been scheduled for the week commencing Monday, April 23, 1934. During previous years, the institution of Public Schools Week has proved to be one of the most effective forces in public relations programs in education. This was particularly true last year during the critical period when educational services and expenditures were under such severe attack. This year, concentrated attention must be devoted to securing the restoration of school finance and educational services which were so severely reduced because of the depression.

The one most important responsibility that engages us apart from the service rendered to the children in the classroom, is the development of an understanding and appreciation on the part of the public toward the public schools. During the past few years, we have come to realize the importance of the responsibility, and developed programs of constructive activities for forwarding this purpose. Public schools Week offers one of the best opportunities available to us for carrying on such a program of public relations activities.

To aid in the preparation of programs of activity for Public Schools Week, the State Department of Education is preparing a bulletin, *Public Relations Activities for Public Schools*, to be issued as Department of Education Bulletin No. 4, February 15, 1934. This bulletin will include "The Charter for Public Education," which appeared in the January, 1934, number of *California Schools*; a statement of current conditions in California public schools; a statement of the need for federal participation in public school support;

and certain suggestions for Public Schools Week activities. Copies of this bulletin will be sent to all county, city, and district superintendents of schools, and to all high school principals, immediately upon publication. Additional copies may be secured upon request to the Division of Textbooks and Publications.

SALES TAX AND STUDENT PUBLICATIONS

The State Board of Equalization has given the following opinion with reference to the application of the state sales tax upon the sale of school annuals:

Student Body Associations in high schools and other schools must report and pay the tax upon their receipts from the sale of school annuals or year books.

The above opinion is undoubtedly applicable also to other types of publications issued by student organizations.

EXEMPTION FROM EXPENDITURE LIMITATIONS

The following statement of policy with reference to granting exemptions from the 5 per cent limitation on expenditures increases in the case of school districts desiring to use such additional moneys in connection with CWA projects has been received from the State Board of Equalization.

It will be the general policy of the Board of Equalization to approve applications of school districts for permission to exceed their expenditures for the preceding year by more than 5 per cent if it appears that the districts have the money available in reserve funds, the expenditure of which will not impose any additional burden upon taxpayers, and if it appears that by the expenditure of the money the district will be enabled to obtain assistance from the CWA. However, each district desiring to increase its expenditure beyond the 5 per cent limitation must apply for permission so to do and each application will be considered upon its own merits.

NURSERY SCHOOL SUPERVISION

Through the generosity of a private endowment to the National Committee on Emergency Nursery Schools, Washington, D.C., a fund of money has been allotted to California for the employment of two supervisors in the field of nursery education in connection with the Emergency Educational Program. Dr. Lovisa Wagoner of Mills College has been loaned to the State Department of Education to assist in the development of this program in northern California. Mrs. Rebekah Earle has been assigned to the Southern California area. Dr. Wagoner may be reached by addressing her in care of Mills College.

Mrs. Earle maintains offices at the State Department of Education, 311 California State Building, Los Angeles.

Dr. Wagoner and Mrs. Earle will be very glad to assist local school administrators in the development of a nursery school program in their respective areas.

BOOKS FOR CCC CAMPS

Local school officials have demonstrated their interest in the educational programs inaugurated and being inaugurated in CCC camps in California. Such activities are now being extended to the camps and shelters of the Transient Service, and also to Forestry Labor camps.

For all of these activities, textbooks are needed and few are available. It has been suggested that there are in the storerooms of many schools large numbers of discarded and superseded texts which nevertheless will be of value in the more informal type of instruction prevailing in camps and shelters.

If school officials will send promptly to this office a list of books which it is desired to contribute to this worthy cause, the books which can be used to advantage will be called for by a member of the CCC Educational Advisers or by other camp officials.

This generosity will be of great benefit to the educational program in the various camps, and immediate compliance with this request will be greatly appreciated.

Division of Textbooks and Publications

IVAN R. WATERMAN, Chief

NEW PUBLICATIONS

Lessons in California History. Department of Education Bulletin No. 1, January 1, 1934.

This bulletin is an addition to the series of lesson bulletins prepared for use in adult classes in immigrant education.

Statistics of California City School Districts for the School Year Ending June 30, 1933. Department of Education Bulletin No. 2, January 15, 1934.

This bulletin is similar in form and content to previously published bulletins of California City School Statistics.

Instructional Analysis of Police Service. Department of Education
Bulletin No. 3, February 1, 1934.

The material of this bulletin explains and extends that contained in *Job Analysis of Police Service*, Department of Education Bulletin No. 4, February 15, 1933. It contains instructional material for the training and upgrading of police officers with special reference to cataloging duties, rearranging duties in proper instructional order, and compiling material in each block of duties for convenience of the learner. The instructional analysis is confined largely to the patrol division.

Public Relations Activities for Public Schools. Department of Education
Bulletin No. 4, February 15, 1934.

This bulletin contains suggested public relations activities for use by public school officials. The Charter for Public Education appearing in the January, 1934, number of *California Schools* is reproduced in this bulletin together with suggestions for its use in a public relations program. One section of the bulletin deals with significant current conditions in California schools. A final section sets forth specific suggestions for activities to be carried on during Public Schools Week, April 23 to 27, 1934.

The above listed bulletins have been delayed somewhat in printing but are now in the process of publication. Copies will be distributed to persons on the regular mailing list as soon as possible. A limited number of additional copies of *Public Relations Activities for Public Schools* will be available to superintendents and principals. Requests should be addressed to the Division of Textbooks and Publications.

A CHARTER FOR PUBLIC EDUCATION

Reprints of "A Charter for Public Education," contained in the January, 1934, number of *California Schools*, pages 20-22 are now available. A limited number of copies will be sent upon request to school officials.

INTERPRETATIONS OF SCHOOL LAW

Supreme Court Decisions

Percentages on Delinquent School Taxes

The percentages (penalties) added to delinquent school district taxes, under the provisions of Political Code section 3756, when collected, are collected under the section cited for the use of the county and not for the use of the school district concerned, the Legislature having, by the enactment of Political Code section 3756, abrogated the general rule that penalties followed the tax. Political Code sections 3816 and 3817 do not confirm the general rule or give the percentages to the school district. (*Long Beach School District et al. vs. Payne*, 87 C. D. 35, -- Pac. (2nd) ---)

Appellate Court Decisions

Interscholastic Athletics

Where the California Interscholastic Federation, Southern Section, had, upon an action brought by a high school, been ordered by the court to permit the participation of the school in athletics on the same footing as other high school members of the organization and restrained from preventing the school from participating in football games for the 1932 season, an appeal by the organization from the injunction will be dismissed when it appears that the time during which the decree could be effective had elapsed; future controversies will not be anticipated. (*Covina Union High School et al. vs. California Interscholastic Federation, Southern Section et al.* 76 C. A. D. 407, -- Pac. (2nd) ---)

Liability of School Districts for Injuries

A school district is not liable under either School Code section 2.801, Deering Act 5619, or Civil Code section 1714½ for injuries sustained by pupils of the school because of the dangerous condition of a motor vehicle owned by the district which was being operated by such pupils under the direction of a teacher of the district, where the motor vehicle was given to such pupils to use by the teacher without the permission of the governing board of the school district and the pupils at the time of their injury were engaged in performing service for a boy scout troop to which they belonged and the teacher was acting as scout master of the troop.

The teacher is liable by reason of his negligence in permitting the pupils to operate the motor vehicle without instruction as to its operation or warning as to the best way to avoid its dangers, although knowing of the dangerous condition of the vehicle. (*Woodman et al. vs. Hemet Union High School District etc. et al.*, 76 C. A. D. 375, -- Pac. (2nd) ---)

Attorney General's Opinions

Application of Field Bill (Chapter 59, Statutes 1933)

Under Chapter 59 of the Statutes of 1933, the Division of Architecture of the State Department of Public Works has the duty of inspecting school buildings and the work of construction, reconstruction, alteration of, or addition to school buildings as in its judgment may be necessary to enforce the act and carry out its purposes.

It is the duty of the Division of Architecture on receiving information from any source that school authorities were not complying with the provisions of the act to call such violation to the attention of the school authorities, the district attorney, the county treasurer, and the county auditor.

The act does not prevent the employment of structural engineers and architects by school districts to examine the buildings of the district, but school district authorities may not be thereby relieved of the necessity of having the approval of plans by the said Division of Architecture, or of the complying with the provisions of the act and the requirements prescribed by the said Division of Architecture. (A. G. O. 9154, February 2, 1934.)

District Insurance Moneys and Section 20 of Article XI of Constitution

Moneys received by a school district from insurance carried on a building which has been destroyed by fire may be expended for the construction of a new building without reference to section 20 of Article XI of the Constitution. However, if in any year it is possible to comply with section 3714b of the Political Code, added at the 1933 session of the Legislature, so far as the procedural provisions therein contained are concerned, it would appear the safer course to secure the consent of the State Board of Equalization for permission to exceed in any year the limitations on expenditures set forth in section 20 of Article XI of the Constitution. (A. G. O. 9146, January 25, 1934.)

Funds of Cooperative Stores

The funds of a cooperative store maintained on the premises of a high school by the principal and teachers of the school and deposited in the names of the teachers of the school as trustees, are not public funds and are not subject to audit by the Grand Jury under Penal Code section 928 or by the governing board of the district under School Code section 1.50; but the pupils of the school, as beneficiaries of the trust, or the governing board of the district could institute proceedings to determine whether or not the trustees of the fund were complying with the terms of the trust. The District Attorney and Grand Jury have authority to investigate anything of a criminal nature that might arise in connection with the administration of the trust. Such funds may not be used for the benefit of the school without the consent of the governing board of the school district. Otherwise, the trustees of the funds may expend such funds for the purposes for which the trust was created. (A. G. O. 9159, February 3, 1934.)

Inclusion of U. S. Indian Reservations in Elementary School Districts

There is no provision of the School Code under which an Indian reservation owned by the United States government may be formed into an elementary school district or made a part of such a district. (A. G. O. 9157, January 30, 1934.)

Residence of Pupils

Where the parents of a pupil reside in California, Political Code section 52 governs in determining the meaning of the words "residence" or "reside in" as used in the School Code, particularly sections 3.174 and 4.270 thereof. (A. G. O. 9151, February 8, 1934.)

Right of High School District to Issue Bonds

Under School Code section 4.960 a high school district may issue bonds. The amendment of that section in 1933 (Chapter 265, Statutes 1933) does not restrict such authority to elementary districts only. (A. G. O. 9179, February 10, 1934.)

FOR YOUR INFORMATION

OUT OF SCHOOL EDUCATIONAL INFLUENCES—THE MOTION PICTURE

Educators today recognize that education is something that takes place wherever experience is had by the individual. "Out-of-school" educational experiences become most significant in the light of this established fact. The influence of all agencies, contacts, and relationships outside of school means much in shaping attitudes, conduct, and activities on the part of children and adults.

Nation-wide interest has been focused on the problems concerned with the many out-of-school activities of school children today. Five principal out-of-school influences are: (1) the motion picture; (2) the radio; (3) the library; (4) the newspaper and periodical; (5) the comic section. California is one of five states in which particular study of some of these out-of-school influences will be undertaken. The State Department of Education is responsible for directing these studies.

The first of this program to be undertaken is that which has to do with the motion picture. A survey has been carried on in four cities in the state to determine what the learning appeals of the motion picture are at certain ages; what are its influences and how can the constructive activities of the classroom be supplemented by proper motion pictures, and how can the motion picture best support school learning.

A rather detailed study of a plan for correlating classroom instruction and motion pictures at present released and to be released in the future, is also under way. It is hoped that when the study is completed there will result a program which will help teachers of children in the public schools accomplish certain specific objectives. These objectives are as follows:

1. The exercise of selective choice and discrimination in attendance upon motion pictures.
2. The study of artistic, literary, historical, and other values in the picture beyond the mere emotionalism or surface theme presented in the picture.
3. The correlation of study in the classroom with some phase of a worth while motion picture being presented in local theaters.
4. A plan of cooperation with producers so that teachers in various classes in our public schools may know in advance what will

be the make-up of pictures soon to be presented. A suggested lesson plan for study may then correlate classroom and theater interests.

5. The breakdown of the fine line between entertainment and instruction which during recent years has developed to the extent that there has been encouraged primarily by entertainment, and in some instances by instruction, a conflict between instruction and entertainment so that in a great many minds nothing that is highly entertaining seems to include that which is instructive, and on the other hand, nothing that is instructive can be very entertaining.

Dr. Edgar Dale, a member of the Payne Fund Committee on Educational Research and an authority in the field of motion picture appreciation, has been in California for two weeks. The Payne Fund investigations in the field of motion pictures have extended through four years and have revealed startling results relative to the influence of the motion pictures.

Dr. Dale visited California under the auspices of the State Department of Education. He devoted his time to a series of meetings with teacher training institutions and high school teachers of English, inaugurating phases of the motion picture program.

The possibilities for instruction in the movies are many. Educators should become aware of the potentialities of motion pictures in the program of education in the curriculum and capitalize upon them. Dr. Dale's visit has done much to stimulate the interest of teachers and administrators in the motion pictures. His book, *How to Appreciate the Motion Pictures*¹ has had wide national use and has been placed in the hands of several selected groups in California to be used under Dr. Dale's direction. The outcomes of this program should be far reaching.

As a part of the survey the activities of city and district superintendents relative to the motion picture were obtained. Many superintendents reported no particular activities undertaken, but expressed a live interest in the whole problem. Several areas report working closely with their local motion picture interests in the promotion of worth while films. One city reports an experiment in cooperative planning with the local motion picture interests. The school in this particular city has been asked to choose a group of films that would be suitable for elementary and junior and senior high school ages. Special matinees are to be set apart for the showing of some of these films when the junior and senior high schools will furnish a short

¹ Dale, Edgar. *How to Appreciate the Motion Pictures*. New York: The Macmillan Co., 1933.

prologue to the film shown. The first of these was given by the junior high school before *Little Women*.

The motion picture is the leisure pursuit of the millions. To overcome the present undesirable effects of certain motion pictures, and to establish standards that will insure the development of their inherent possibilities for social good will take concerted work. Ultimate solutions can not come from any one group. Society as a whole has a definite responsibility in the matter if motion pictures are to have an influence on enriched living in the new social order. The producers of pictures, the exhibitors who show them, parents and theater patrons, school authorities and organizations devoted to social welfare, all have definite responsibilities. Educators must assume their full share of these responsibilities.

The study of the motion picture is the first step in the consideration of out-of-school educational influences which will be undertaken by the State Department of Education.

FEDERAL EMERGENCY RELIEF ADMINISTRATION

Attention is directed to the following letter from Harry L. Hopkins, Administrator of the Federal Emergency Relief Administration, dated February 2, 1934, relating to additional relief funds for paying teachers' salaries in schools that would otherwise be forced to close for lack of funds.

To provide relief for more unemployed teachers, additional relief funds have been made available for the remainder of the school year extending to June 30, 1934. These funds will be used to pay the salaries of unemployed teachers who may be used to teach in elementary and secondary schools in communities up to 5,000 population, according to the 1930 census, where the districts have made the maximum financial effort and are still obliged to close short of a normal length of school term. These additional funds are over and above the \$2,000,000 per month at present allocated to the emergency education programs, and will be under the same administrative set-up as the other educational projects under the approved state plans.

These additional funds may be used in payment of the salaries only of certificated teachers for teaching the regular school work already under way this school year to maintain elementary and secondary schools in such areas and localities for the normal school term, with approximately the same teaching load as the present school year, on and after the date upon which the school had been discontinued for lack of its own funds, and in no case earlier than February 1.

Teachers already employed in the schools, whose sole source of income is their salary, may be continued in their positions. Under similar conditions, these emergency relief funds may also be used to employ properly certificated persons in schools which have already closed or have not been open this year. All teachers who receive compensation from these funds shall be selected by the appropriate school authority and, after certification by relief authorities as to their unemployment status, be assigned to their tasks by such school authority.

The pay of the teachers shall not be higher than that stipulated for the same positions during the current year.

These funds can not be used for administration, supervision, clerical, or janitorial services, or for maintenance, equipment, or supplies.

None of these funds can be used to pay back salaries due, or to redeem warrants, script, or other evidence of debt.

Relief teachers paid from these funds may not be used to relieve so-called over-crowded conditions in classrooms or to introduce additional subjects or activities in the school.

Allocations to the states shall be made on the basis of affidavits by the chief school officers of the states, setting forth:

1. The number of school districts in rural areas and towns under 5,000 population which will have to close their schools short of the normal term, having previously made a maximum financial effort.
2. The number of teachers required in those districts to keep the schools open with the same teacherload as prevailed during the present school year.
3. The number of teacher months required to keep the schools open for a normal term.
4. The pay of the teachers for the period involved.
5. Supporting evidence giving the data used in determining which districts are entitled to aid, including particularly evidence bearing upon the financial effort exerted by the district.

This affidavit shall bear the approval of the State Relief Administrator in charge of the funds earmarked for education.

The United States Office of Education will cooperate with the Relief Administration in helping to determine the amount of funds to be made available to the several states.

EDUCATION IN THE RECOVERY PROGRAM

Dr. George F. Zook, United States Commissioner of Education, announces the publication by the United States Office of Education of a summary of "Education in the Recovery Program" in a special twenty-page section of the January, 1934, issue of *School Life*. This section contains official authorizations on which the emergency educational program is being developed, a summary of what is being done under these authorizations, answers to the principal questions teachers and school officials raise, a description of a typical CCC camp, a diagram map showing PWA school and library allotments to December 6, an explanation of the operation of the PWA and CWA as they affect schools, and twenty-six thumbnail sketches of government organizations created to carry on the recovery program.

Dr. Zook states:

Education in the United States has been greatly affected by the recovery program. Effects of the recovery program in the school field are beginning to become clear. Millions in PWA and CWA funds are going to benefit schools. Creation of the Federal Emergency Educational Program under the FERA will employ 40,000 unemployed teachers. An educational program in the Civilian Conservation Corps camps will serve 300,000 young men. The staff of the Office of Education takes satisfaction in cooperating in these and other emergency projects that touch elbows with education.

Following is a brief summary of certain important emergency projects:

NRA (National Recovery Administration) whose codes banished child labor thus increasing school enrollment, affected all supplies schools buy, set up training standards and wage rates for apprentices and learners, and sharply increased the extent of the problem confronting schools in helping Americans to make use of their leisure time to advantage to themselves and their communities.

PWA (Public Works Administration) which has allotted more than \$50,000,000 of its \$3,300,000 in grants and loans for the construction and repair of school buildings.

FHC (Federal Housing Corporation) whose plans for slum clearance and large scale housing includes consideration of nursery schools, playgrounds, and other educational advantages.

CWA (Civil Works Administration) which has engaged thousands of unemployed persons to paint and repair schools, improve school grounds and playgrounds which had been neglected due to lack of funds. CWA workers are also making an occupational survey of the deaf and hard of hearing to provide schools with data for guidance of handicapped persons.

FERA (Federal Emergency Relief Administration) which is employing 40,000 unemployed teachers on six kinds of projects: (1) to teach in rural schools which otherwise would have to close due to lack of funds; (2) to teach adults unable to read and write; (3) to provide general adult education; (4) to teach persons in need of vocational education; (5) to teach persons suffering from physical handicaps; (6) to organize and teach nursery schools. Members of the Office of Education staff have been assigned to help the states carry out these projects.

ECW (Emergency Conservation Work, also called Civilian Conservation Corps) for which the Office of Education is developing an educational program in cooperation with the War Department. Educational advisers are being selected for 1468 camps.

AAA (Agricultural Adjustment Administration) which is enlisting the aid of vocational education in the development of the farm product control program.

TVA (Tennessee Valley Authority) which is combining work and study for its workers in the big hydroelectric projects in order that those employed can return to their communities trained to carry on other activities after the dams are built.

FSHC (Federal Subsistence Homesteads Corporation) whose plans include schools which will serve the educational, social, and recreational needs of the community.

The Federal Office of Education is advising and cooperating with nearly all the emergency agencies on the educational aspects of their tasks. Commissioner Zook has called more than twenty conferences of prominent educators in various fields of school work to help work out the solution of problems arising in connection with recovery program activities. Members of the Office of Education staff are helping to direct emergency educational projects and are also acting as liaison workers reporting to school officials throughout the United States the implications for education in recovery program developments. Hundreds of questions from school administrators about the recovery program as it applies to education are received and answered daily by the Office of Education.

Through circulars and publications the Federal Office of Education is keeping more than 7000 county and city superintendents in constant touch with new activities in Washington.

OPINIONS OF NATIONAL ADMINISTRATION ON EDUCATION

Following are excerpts from speeches or statements on education by prominent members of the present administration of the United States government. These statements appeared in *School Life* for January, 1934.

Our present educational provisions do not meet the needs of all children up to sixteen. Newer, more vital, more significant types of preparation for satisfactory living must be evolved in our school system, so that if we prohibit the employment of children up to sixteen, we may at the same time provide fruitful experiences to fill these years and turn out more valuable citizens to the state and to industry when they do enter on their productive years.—President Roosevelt.

So intimately is the general education of the people related not only to their own happiness and well-being but to the prosperity and security of the country that the importance of maintaining and developing our educational system ought not to require argument. . . .

Education is as essential to us intellectually and morally as light and air are to us physically. We can not develop to our fullest capacities as individuals equipped to get all that is good and worth while out of life except through education.—Harold L. Ickes, *Secretary of the Interior and Administrator of Public Works*.

With the situation as it exists today, I believe there are cultural and philosophic things which can be taught in agricultural colleges which will be of greater significance during the next thirty years than anything of the sort taught in the universities and regular colleges. I want to see our future agricultural leaders prepared to meet in congressional committees and in planning councils with the best minds from other groups to devise the schemes which will make it possible for the people of the United States to enjoy the natural abundance which is so easily theirs.—Henry A. Wallace, *Secretary of Agriculture and Administrator of the Agricultural Adjustment Act*.

In a country where the people rule, they must be enlightened in order to rule wisely and well. It is the task of the teacher to enlighten them, and hence it depends upon the teacher whether or not this country shall have good government in the next generation. In what finer way can one serve one's country?

From the foundation of the republic, public education has rightly been regarded as one of the most important governmental activities. If the government is to be strong and wise and just, as a good government must be, the citizens who comprise that government must be strong mentally and morally, and they must be healthy, intelligent, and so educated as to be capable of understanding, defending, and perpetuating our American institutions.—George H. Dern, *Secretary of War*.

In the end the success of every school is dependent upon the teacher. Magnificent school structures, splendidly equipped rooms, are but dead objects until illumined by his personality. Scant and barren rooms can be made to glow with his enthusiasm and gleam with his genius. All that surrounds him is but an environment of which he is the soul; the books to the children are mere rubbish until their interpreter reveals their wonderful treasures. Ambition lies dormant in the young mind until some teacher fans the fires of aspiration and makes them flame with the hope of achievement.—Claude A. Swanson, *Secretary of the Navy*.

In the field of education the federal government can render service and can stimulate activity. Upon the states rests the duty of assuring to each child a fully adequate education to the limit of his or her capacity. Upon the local community rests the obligation to hire such persons, build such schools, and adopt such procedures as will not only enable the future adult to commune with his fellows, but will enable him to discover those occupations which will yield him the joy and satisfaction of successful effort, and will assure him of the skill which will make him a well-paid worker. In other words, the city, the town, the county, or other local unit must set up, if it is fully conscious of its government responsibility, adequate systems of vocational guidance and vocational education. The obligation of providing fully for the occupational adjustment of every individual is one which, especially in these days of economic readjustment, can not long be shirked.—Frances Perkins, *Secretary of Labor*.

It is interesting to reflect that this profession we call "education" must be readjusted to every important era. We have a right to expect that educators will prepare those under their charge for the duties and responsibilities peculiar to the

times. . . . The era following 1929, and in which we are now launched, will need that educational service which will enable the individual better to control his thinking and his actions and thereby to guide others in protecting against the excesses of greed and preferential treatment.—Daniel C. Roper, *Secretary of Commerce*.

Education and democracy are natural partners. Without the former, representative government can not stand. The pillars of democracy are secure only when resting upon the high qualities of the individual citizen.—James A. Farley, *Postmaster General*.

Mrs. Franklin D. Roosevelt, herself a teacher and an active participant in educational and social-welfare activities, says:

I have always felt that in this country where so much depends upon universal education not only for the happiness of the people but for the safety of our form of government, it was a pity some way had not been devised by which the interests of every one could be focused on public education.

BULLETIN ON EFFECT OF RILEY-STEWART PLAN

In a bulletin of the Davis Public Schools issued January 15, 1934, Homer H. Cornick, District Superintendent, presents an analysis showing the effect of the Riley-Stewart plan, shifting the county school tax burden to the state, on the Davis Union High School District and the Davis Elementary School District. This analysis reveals a significant reduction in total property taxes paid within the district. A statement showing the distribution of the tax dollar for county, school, and special district purposes is also included.

Such material should prove of distinct value in informing the general public on the subject of school finance. It is highly important that the effects of California's new plan of school finance should be understood by citizens and taxpayers. Other school districts may find it profitable to prepare materials of similar type showing specific applications of the effects of the Riley-Stewart plan and the assumption by the state of the formerly required county school tax burdens.

EDUCATIONAL BROADCASTS

Education at the Crossroads

The Education at the Crossroads program given every Saturday evening at 7:00 p.m., PST, over station KPO, under the auspices of the California State Department of Education, continues with the following broadcasts:

- March 3—Walter R. Hepner, Chief, Division of Secondary Education, State Department of Education, *The Changing High School*.
- March 10—H. A. R. Carleton, State Director of Transient Service, *Strangers Within Our Gates*.
- March 17—Dr. J. A. Burkman, State Teachers College Adviser, State Department of Education, *How Our Teachers Colleges Serve You*.
- March 24—N. P. Neilson, Chief, Division of Health and Physical Education, State Department of Education, *The California White House Conference*.

March 31—Program of music by the Burlingame High School Boys Chorus, Frederick Roehr, Director.

April 7—A layman and taxpayer, A Layman Looks at Education.

You and Your Government

The seventh series of broadcasts under the title, *You and Your Government*, is now being given by the Committee on Civic Education by Radio of the National Advisory Council on Radio in Education and the American Political Science Association, in cooperation with the Committee on Citizens Councils for Constructive Economy of the National Municipal League. These broadcasts are given every Tuesday at 3:15 p.m., PST, over stations KPO, KFSD, KECA. A complete announcement of the programs may be obtained by addressing the National Advisory Council on Radio in Education, 60 East Forty-second Street, New York, N. Y. Copies of the broadcasts may also be obtained at a nominal cost. These broadcasts can be profitably used by teachers in the public schools to supplement instruction in government.

American Peoples College

The Advisory Committee of the American Peoples College in Europe is sponsoring a series of six broadcasts over the National Broadcasting Company nation-wide network, on Wednesday at 1:30 p.m., PST. The following is a list of the broadcasts for March:

March 7—Dr. Goodwin Watson, Picturing a Maturing American Manhood.

March 14—Dr. Jay B. Nash, Flesh and Spirit Not a Dualism.

March 21—Dr. John Dewey, Achieving Humanity.

March 26—Dr. Eduard Lindeman, Organizing Education for Human Refinement.

Monday, 12:30 p.m.

March 28—Dr. Harry Overstreet, America Achieving a Rich and Ripened Culture.

Art in America

Art in America from 1600 to 1865, a program under the auspices of the American Federation of Art, will be broadcast Saturday afternoons at 5:00 p.m., PST, over stations KGO, KFSD, and KECA. The schedule is as follows:

March 3—Copley, Our First Eminent Painter.

March 10—Background of American Art. Contributed by the Art Institute of Chicago.

March 17—An American Studio in London.

March 24—Peale and His Museum.

March 31—Stuart and the Washington Portraits.

April 7—Classic Arts of the Young Republic.

April 14—Jefferson, Last of the Gentlemen Builders.

HEALTH THROUGH THE AGES

Health Through the Ages, by C. E. A. Winslow and Grace T. Hallock, is intended to give boys and girls of high school age a sense of the agelessness of man's search for health. This booklet begins with the medicine men and the magic of the Stone Age and traces the story of how man has learned to protect not only his own body but that of his neighbor.

The conclusion of the story deals with certain aspects of the medical science of modern times. Many secrets about the human body and its effective protection against disease remain unsolved, but the scientific method which has led to the discovery of many natural laws can be depended upon to unveil new possibilities of health and happiness and efficiency for the people of the future.

The chart, *Light and Shade*, is a pictorial supplement to the booklet *Health Through the Ages*. Its object is to show graphically and in brief compass what a use of the scientific method has been able to accomplish in decreasing superstition and guesswork about the causes and treatment of sickness and in increasing a knowledge of the natural laws by which the human body is governed.

The booklet is furnished free of charge by the Metropolitan Life Insurance Company, San Francisco, for use in junior and senior high school classes on the basis of ten copies to every one hundred pupils.

The basis for the free distribution of the chart is one copy to a classroom.

CHANGE IN ENTRANCE REQUIREMENTS

Dr. Robert Gordon Sproul, President of the University of California, announces a change in entrance requirements at the branch of the College of Agriculture at Davis. This change in policy will make it possible for those entering as non-degree students to transfer to the degree status as soon as deficiencies for admission to the University are made up without undue loss of time and with continuity of residence at the University. Non-degree students who demonstrate by high grades received in non-degree courses that they are capable of doing university work as degree students may gain admission to work for the bachelor of science degree.

Provision has been made to put this new plan into operation at the beginning of the next fall semester.

SUMMER SESSION OF THE CALIFORNIA INDUSTRIAL EDUCATION ASSOCIATION

The annual meeting of the California Industrial Education Association will be held on the campus of the State Teachers College at

Santa Barbara July 13 and 14, 1934. A State Conference of Trade and Industrial Education is announced by J. C. Beswick, Chief of the Bureau of Trade and Industrial Education, and will be held in conjunction with the California Industrial Education Association meeting.

The general sessions of the convention are to be held in the forenoons, and will be addressed by Vierling Kersey, State Superintendent of Public Instruction, and Robert G. Sproul, President of the University of California. Other speakers from business and industrial fields will be announced later. The afternoon sessions will be given over to vocational and industrial arts section meetings featuring teaching demonstrations, the use of instructional aids and devices, panel discussions, etc. Other features of the convention will be an exhibit of the work of teachers and students, a commercial exhibit of shop equipment, a model airplane flight contest, and a model yacht regatta.

Santa Barbara promises a wide variety of entertainment and recreation in the form of luncheons, banquets, picnics, a golf tournament, swimming, and boating. The Southern Section of the California Industrial Education Association is sponsoring the state convention and will act as host to the other sections. More detailed information will be given out later.

FUTURE FARMERS OF AMERICA CONVENTION

The State Convention of the California Association of Future Farmers of America will be held at the California Polytechnic School at San Luis Obispo, May 3-5, 1934.

In addition to transacting the official business of the state association, training will be offered in methods of conducting chapter meetings and developing the work of committees in carrying out the chapter functions. The afternoons of the session will be given over to demonstrations and recreation.

STATE CONFERENCE ON BUSINESS EDUCATION

A state conference on Trends in Business Education will be held in Fresno on Saturday, March 24, 1934, beginning at 10:00 a.m. The meeting will be held in the ballroom of the Hotel Californian.

The conference will be held under the auspices of the California State Department of Education and the California commercial teachers' associations. Superintendent Kersey will speak on Trends in Education. Walter R. Hepner, Chief of the Division of Secondary Education, will speak on Reorganization of the Secondary Schools. The luncheon speaker will be Dr. Paul Cadman of the University of California. What is happening in business education in Los Angeles, Fullerton, Oakland, and other California communities will be discussed

by representatives from the school departments of the various communities.

It is the purpose of the conference to bring to the members present the outstanding accomplishments and trends in business education in the state. An opportunity for asking and answering questions will be given to those attending. Principals of high schools and junior colleges are requested to call the attention of commercial teachers and others who may be interested to the conference.

Reservations for the luncheon should be made in advance by writing to Miss Margaret Todd, Technical High School, Fresno.

GEORGE WASHINGTON UNIVERSITY SUMMER SESSION

The George Washington University has just issued a bulletin which discusses the three special conferences in education directed by former Commissioner of Education William John Cooper which will be held during the summer session of 1934. The conference on school finance will meet from June 26 to June 29 in the mornings from 9:40 to 11:30 a.m., and in the evenings from 7:30 to 9:30 p.m. The conference on the national survey of teacher education will meet from June 26 to June 29 in the afternoons from 2:10 to 4:00 p.m., and in the evenings from 7:30 to 9:30 p.m. The conference on educational and vocational guidance will meet from July 9 to July 13 in the afternoons from 2:10 to 4:00 p.m., and in the evenings from 7:30 to 9:30 p.m.

The conferences have been scheduled for the weeks immediately preceding and following the summer convention of the National Education Association which is to be held in Washington.

CALIFORNIA STATE FAIR

The officials of the California State Fair are urging that schools prepare their exhibits for the State Fair immediately and have them ready for shipment before the close of the school term. School exhibits have become one of the outstanding features of the State Fair and are visited by hundreds of patrons. Much favorable publicity for the work of the public schools is thus gained. The State Department of Education feels that exhibiting at the Fair is a commendable undertaking and urges schools to send exhibits. If you have not received a copy of the 1934 Premium Book, write to Charles W. Paine, Secretary, State Agricultural Society, Sacramento.

A NEW VENTURE IN INTERNATIONAL EDUCATION

Russian recognition creates an opportune moment for the announcement of a new venture in international education sponsored in Soviet

Russia by the People's Commissariat of Education and Voks (the Society for Cultural Relations with Foreign Countries); and in the United States by the Institute of International Education, Inc. For the first time since the revolution of 1917, the University of Moscow is offering for foreigners summer courses of pertinent interest to school teachers, social workers, and students of the social sciences. The unique feature of the plan is that these courses are taught in English by a faculty of Soviet professors, and are especially designed to meet the summer needs of English and American students and educators.

The program includes courses in education, economics, psychology, sociology, criminology, art, literature, and advanced Russian. The plan offered by the Institute involves four weeks of resident study at the University of Moscow and two weeks of supervised travel field work through the Soviet Union. University credit is certified by the University of Moscow. The summer session begins in Moscow on July 15, 1934. Rates for attendance, including travel and full maintenance, have been materially reduced for students, teachers, and social workers only. The Institute of International Education, at 2 West 45 Street, New York, N. Y., will supply full information on request.

MUSIC SUPERVISORS NATIONAL CONFERENCE

The biennial convention of the Music Supervisors National Conference to be held in Chicago, April 8-13, 1934, will have as its major theme, Music in the Life of the Nation with emphasis on the problems and needs of the time, particularly stressing the relation of music and music education to the leisure-time program now being developed.

PROFESSIONAL LITERATURE

REVIEWS

THOMAS H. BRIGGS, *Secondary Education*. New York: The Macmillan Company, 1933. x + 577 pages.

Dr. Briggs' most recent book is an instrument of inestimable value. In its pages the author cuts a clear path through the maze of complexity that surrounds the secondary school of today. From this source it is possible for the puzzled student, as well as for the practical worker in the field, to get a new vision of the special functions of the institution, of its underlying strengths, and of its potential significance in today's changing scene. In some chapters the emphasis is on present practice. Elsewhere the discussion runs into the rarer atmosphere of what may be, if only courage and faith are persistent enough to turn men out of the rut of the daily grind into the adventurous paths of progress.

The first three chapters of *Secondary Education* present a picture of present practices in this field in foreign lands. This panoramic view is followed by a history of secondary education in the United States. In these six chapters, strengths and weaknesses, as well as successes and failures, are paraded in rapid sequence. On this broad base Dr. Briggs next builds vivid pictures of the changing world of today and of the characteristics of the adolescents whose lives and attitudes secondary education seeks to modify.

Having shown the nature of adolescence and of the world of today, the author proceeds to present in three chapters the major issues which must be met and decided before sound policies can be formulated and effective programs planned. After this discussion the special functions of secondary education are treated most convincingly under ten headings. These formulations will serve as helpful criteria in the process of evaluating the organization and the offerings of secondary schools.

The problem of articulation receives attention in Chapter XV. Practical suggestions are made to guide the administrator in his attempt to develop an ideal organization, one which the author describes as providing "an uninterrupted, continuously adjusted education for every pupil until he reaches the maximum development possible." Chapters XVI and XVII show how such education may be made available by radical changes in the curriculum to meet the progressive needs of individual development.

In the next six chapters, four on emotionalized attitudes and two on mores or customs, Dr. Briggs makes a noteworthy contribution to the reader's comprehension of the oft repeated expression that education should be concerned with the whole of life. We find herein much help in clarifying our understanding of the basic elements of a sound program of character education. One of the greatest shortages in the educational process is the slight attention that is given to bringing all of the child's faculties into active relationship to the opportunities for experiencing provided within the school. If we would have a functional program, the intellect must be strengthened by positive and forceful emotionalized attitudes. Emotions provide the dynamic for action. The author is most convincing in his presentation and helpful in the suggestions he makes for incorporating the development of attitudes in a program of education.

In Chapters XXIV to XXVII, the author develops a refreshing and forceful definition of liberal or cultural education. An application of the principles set forth and the concrete suggestions made, would go far in reconstructing the secondary school curriculum.

The book closes most inspiringly with a chapter entitled *A Vision in Secondary Education*. One is challenged with such thought-provoking statements as,

In the new age there will be no longer sentimental support, on the one hand, with vague hopes substituted for careful auditing of results;

and, on the other hand, there will be an end of unjustifiable promises with no responsibility for fulfilment. With common understanding and mutual obligations, the public and the profession, having learned that nothing worth while will miraculously come without careful planning and arduous work, will enter into a serious contract for the highest possible undertaking. The teacher will be a personage in those days.

The reviewer finishes a rereading of this volume with the feeling and conviction that he has found a guide and chart to carry him forward to more strenuous and effective effort in the field of secondary education.

WALTER R. HEPNER

WILLIAM G. CARR. *School Finance*. Stanford University, California: Stanford University Press, 1933. v+106 pp.

Severe retrenchments in school expenditures made necessary by the depression and the resultant elimination and curtailment of important school services have served to emphasize the importance of providing adequate revenues for public education. *School Finance* is the third volume of the School Economy Series, edited by Ray Lyman Wilbur, president of Stanford University, a series dealing with educational problems created or intensified by the depression or incident to reconstruction. In this volume, Dr. Carr, rather than attempting to cover the entire field of school finance, has treated intensively one of the most crucial current issues in the financing of public education, namely, the responsibility of the state for the support of public schools. The volume consists of four chapters: Trends in School Finance; Some Principles Basic to School Finance; Education, Taxation, and Economic Welfare; and Current Methods in School Finance.

Important trends discussed in the first chapter are: changing relationships between populations, school enrollments, and school costs; the increasing responsibility of the schools particularly on the secondary level; the fluctuation of the purchasing power of the dollar and the resultant effect upon school costs and educational services; the steadily decreasing proportion of state expenditures devoted to education during the past twenty years; the increasing proportion of total school revenues derived from local rather than state sources of taxation during the past forty years; the growing dissatisfaction with the general property tax as a major source of revenue; and the shift to new types of taxation and different sources of revenue for school support.

The effects of four significant driving forces in our social evolution are considered as principles basic to a program of school finance. (1) The growing complexity and more highly developed organization of the social order has increased tremendously the educational responsibility which society must assume for its members; (2) The increasing interdependence of persons and communities necessitates a larger unit of school administration and school finance and requires equalization of educational opportunities and of school tax burdens; (3) The ideal of democracy, both as a form of government and as a way of life implies a system of universal education as a measure of national self-preservation, and further places a responsibility upon the schools to contribute to the development of an intelligent citizenry; (4) Technological advance releasing youth from productive enterprise increases the demand for educational services and facilities.

Taxation is considered by some as a form of tyranny under which oppressive burdens are imposed upon citizens by a remote and mysterious power. Dr. Carr exposes this fallacy and treats taxation as a necessary instrument for cooperative social endeavor, a means by which society itself conducts some of its more important undertakings through government instead of through private enterprise. The fact that education is financed on a governmental rather than upon a private basis does not alter its position in the economic order. Furthermore education is shown to make a definite contribution to economic life by raising standards of living and by creating desires for increased consumption both in quality and quantity.

A critical appraisal of certain types of school finance programs constitutes the concluding chapter. Descriptions are offered of the Delaware plan of nearly complete state support of education and of the North Carolina plan for complete state support of a minimum educational program. Consideration is given to certain recent improvement in state systems for securing revenues for education. Mention is made of the recent improvement in school finance in California by transferring school tax burdens formerly required of the counties to the state as a whole. Certain special features of school finance programs in 22 of the states are discussed very briefly and citation made to more complete treatments.

The volume is a timely one. One of the most urgent educational problems is that of restoring school support which was reduced because of the depression, in order that educational programs and services may be adequate to serve the nation during this critical period of recovery and reconstruction.

IVAN R. WATERMAN

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